

## Message Text

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ACTION NEA-11

INFO OCT-01 EUR-12 IO-13 ISO-00 CIAE-00 INR-10 JUSE-00  
NSAE-00 CTME-00 SNM-05 TRSE-00 ICA-11 NSC-05  
OES-07 OMB-01 AID-05 A-01 MMO-01 SS-15 /098 W  
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R 311150Z MAY 78  
FM AMEMBASSY KABUL  
TO SECSTATE WASHDC 8299  
INFO DEA HQS WASHDC  
US MISSION GENEVA 664  
USUN NEW YORK 777  
AMEMBASSY PARIS

C O N F I D E N T I A L SECTION 1 OF 2 KABUL 4421

PARIS: FOR DEA

E.O. 11652: GDS  
TAGS: SNAR, AF  
SUBJECT: INTERNATIONAL NARCOTICS CONTROL PROGRAM FOR AFGHANISTAN  
INF FY 1980: ZBB GUIDELINES

REF: A. KABUL 4363; B. STATE 104518

1. THE VIOLENT AFGHAN REVOLUTION OF A MONTH AGO HAS POSED QUESTIONS REGARDING THE STATUS OF ALL U.S. AND INTERNATIONAL PROGRAMS IN THIS COUNTRY, INCLUDING NARCOTICS CONTROL, WHICH ARE YET TO BE RESOLVED. (IS THE INTERNATIONAL NARCOTICS CONTROL PROGRAM AFFECTED BY SECTION 620 F OF THE "FOREIGN ASSISTANCE ACT"), CONSISTENT WITH OUR PAST POLICY OF WORKING THROUGH THE UNITED NATIONS TO FORMULATE AND SUPPORT NARCOTICS CONTROL PROGRAMS HERE, WE ARE COORDINATING WITH THE HEAD OF THE UNDP AT KABUL ANY INITIAL ANTI-NARCOTICS DISCUSSIONS WITH THE APPROPRIATE MEMBERS OF THE NEW REGIME(REFTEL A). WE ARE STRONGLY URGING HIM TO TAKE THE LEAD IN DETERMINING THE INTEREST OF THE DEMOCRATIC REPUBLIC OF AFGHANISTAN (DRA) IN CONTINUING OR EXPANDING PREVIOUS  
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INTERNATIONAL NARCOTICS CONTROL EFFORTS AND PROGRAMS.

2. INITIAL SIGNALS FROM THIS GOVERNMENT HAVE BEEN MIXED, BUT GENERALLY POSITIVE. WE BELIEVE THAT A GENERAL INTERNATIONAL NARCOTICS CONTROL EFFORT WILL PROVE ACCEPTABLE TO THE NEW LEADERSHIP, ALTHOUGH CERTAIN PAST PROGRAMS CONCEIVABLY COULD BE MODIFIED. THUS, WE ARE RESPONDING TO THE REQUEST IN REFTTEL B

ON THE ASSUMPTION THAT A PROGRAM OF SOME TYPE WILL BE MAINTAINED BY THE NEW GOVERNMENT. OUR COMMENTS ARE KEYED TO REFTEL B'S PARAGRAPHS.

3. SUMMARY NARRATIVE STATEMENT: JUDGING FROM PREREVOLUTIONARY OBSERVATIONS, AFGHANISTAN IS NOW PROBABLY THE WORLD'S LEADING PRODUCER OF ILLICIT OPIUM WITH AN ESTIMATED PRODUCTION OF APPROXIMATELY 350 METRIC TONS OF OPIUM GUM IN 1977, AND A PROJECTED 300-400 TONS FOR 1978. BEFORE THE APRIL 27-28 REVOLUTION, THE UN DIVISION OF NARCOTICS DRUGS (UNDND) HAD BEEN ACTIVE IN IMPROVING THE CAPABILITIES OF AFGHAN POLICE AND CUSTOMS AUTHORITIES TO INTERDICT THE TRAFFICKING OF ILLICIT NARCOTICS AND HAD ACHIEVED RECENT LIMITED SUCCESS IN ERADICATION AT THE FARM LEVEL. THE UN FUND FOR DRUG ABUSE CONTROL (UNFDAC) HAD BEEN DEVELOPING IN THE UPPER HELMAND DISTRICT OF AFGHANISTAN A PILOT PROJECT OF CROP SUBSTITUTION AND INCOME REPLACEMENT WHICH HAD BEEN DESIGNED TO LEAD TO LARGER-SCALE OPIUM ERADICATION PROGRAMS IN OTHER MAJOR PRODUCTION REGIONS IN THE PROVINCES OF NANGARHAR AND KONAR. ALTHOUGH THERE HAVE BEEN NO INC OR USAID ANTI-NARCOTICS PROGRAMS IN AFGHANISTAN, THE AMERICAN EMBASSY, WHICH INCLUDES AN ABLE AND ACTIVE DEA SECTION, HAS BEEN ASSISTING THESE UN EFFORTS THROUGH DIPLOMATIC SUPPORT, US-ARRANGED TRAINING PROGRAMS, AND DEA'S FINANCIAL CONTRIBUTIONS TO ENFORCEMENT OPERATIONS. STATE AND DEA OFFICERS OF THE EMBASSY ALSO PARTICIPATED WITH UN REPRESENTATIVES AND AFGHAN OFFICIALS IN THE JOINT COMMISSION ON AFGHAN NARCOTICS MATTERS. WITH THE COOPERATION

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OF THE NEW AFGHAN GOVERNMENT, WE WOULD HOPE TO EXPAND THE INTERNATIONAL EFFORT IN FY 1980, FY 1981, AND FY 1982, ESPECIALLY IN THE FIELDS OF CROP AND INCOME SUBSTITUTION PROGRAMS, AND INCREASED AFGHAN CAPACITY TO PREVENT AND CONTROL ILLICIT NARCOTICS PRODUCTION AND TRAFFICKING.

(1) COUNTRY GOALS:

(A) TO WORK WITHIN THE FRAMEWORK OF THE JOINT COMMISSION ON AFGHAN NARCOTICS MATTERS (COMPOSED OF AFGHAN, UN, AND U.S. REPRESENTATIVES) TO HELP DEVELOP EFFECTIVE CROP REPLACEMENT AND INCOME SUBSTITUTION PROGRAMS IN ORDER TO ERADICATE ILLEGAL OPIUM CULTIVATION.

(B) TO SUPPORT THE UN PROGRAM OF STRENGTHENING THE AFGHAN GOVERNMENT'S CAPABILITY AND WILLINGNESS TO INTERDICT ILLICIT NARCOTICS TRAFFICKING.

(C) TO IMPROVE THE ABILITY OF THE UN NARCOTICS TEAM AND THE U.S. MISSION TO OBTAIN MORE RELIABLE INTELLIGENCE ON OPIUM CULTIVATION AND TRAFFICKING.

(2) SPECIFIC PROJECTS AND MAJOR OBJECTIVES:

(A) THE PILOT CROP REPLACEMENT AND INCOME SUBSTITUTION PROPOSALS FOR THE UPPER HELMAND VALLEY, WHICH ARE BEING DEVELOPED BY UNFDAC SPECIALIST MICHAEL C. DEMETRE, ARE THE LINCHPIN OF OUR FUTURE NARCOTICS PLANNING IN THIS COUNTRY. THE MISSION BELIEVES THAT THE USG SHOULD JOIN OTHER DONOR NATIONS IN PROVIDING SUPPORT FOR THIS WORTHWHILE PROJECT, AND THAT THE USG SHOULD ASSIST UNFDAC IN URGING THE NEW AFGHAN REGIME AND OTHER DONORS TO ACCEPT A WELL FORMULATED PROGRAM.

(B) EXPANDED TRAINING OPPORTUNITIES, MADE AVAILABLE BY DEA, U.S. CUSTOMS, AND S/NM, AND COORDINATED WITH THE UN NARCOTICS TEAM IN KABUL, SHOULD CONTINUE TO BE USED AS THE MAIN TOOL  
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TO INCREASE THE TECHNICAL CAPABILITIES OF AFGHAN NARCOTICS OFFICIALS.

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INFO OCT-01 EUR-12 IO-13 ISO-00 CIAE-00 INR-10 JUSE-00  
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R 311150Z MAY 78  
FM AMEMBASSY KABUL  
TO SECSTATE WASHDC 8300  
INFO DEA HQS WASHDC  
US MISSION GENEVA 665  
USUN NEW YORK 778  
AMEMBASSY PARIS

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(C) IMPROVED INTELLIGENCE ON OPIUM CULTIVATION AND TRAFFICKING SHOULD RESULT FROM THE ADDITIONAL EFFORTS CONTRIBUTED BY THE SECOND DEA OFFICER WHO ARRIVED EARLY IN 1978. THE ADDITION IN FY 1979 OF A FULL-TIME FSO FOR NARCOTICS AFFAIRS WILL GREATLY

INCREASE OUR MISSION'S CAPABILITY TO CARRY OUT FURTHER PROGRAMS.

(3) ALTERNATIVE MEANS OF OBJECTIVE ACHIEVEMENT: CERTAIN OF OUR COUNTRY OBJECTIVE ACHIEVEMENT: CERTAIN OF OUR COUNTRY OBJECTIVES COULD CONCEIVABLY BE ACHIEVED THROUGH DIRECT BILATERAL PROGRAMS, IF THE NEW AFGHAN GOVERNMENT COULD BE CONVINCED TO ACCEPT THIS APPROACH (THE DAOUD REGIME PREFERRED THAT OUR EFFORTS BE CONTRIBUTED THROUGH THE UN). FOR POLICY REASONS, HOWEVER, WE WOULD PREFER TO DEAL WITH THESE PROGRAMS THROUGH THE MULTILATERAL NARCOTICS CONTROL APPARATUS ALREADY ESTABLISHED BECAUSE:

(A) THE RISK OF UNNECESSARY POLITICAL FRICTION IN OUR BILATERAL RELATIONSHIP COULD BE MINIMIZED;

(B) THE AFGHAN WOULD HAVE TO CONTINUE TO REGARD THE NARCOTICS PROBLEM AS ONE WHICH ATTRACTS INTERNATIONAL ATTENTION -- AND CONFIDENTIAL

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NOT AS A BILATERAL IRRITANT WHICH CAN BE TRADED OFF AGAINST OTHER BILATERAL CONSIDERATIONS.

(4) ACCOMPLISHMENTS TO DATE:

(A) PAST EFFORTS HERE HAVE ACHIEVED A PROMISING START TOWARD ATTAINING SOME CONTROL OVER ILLICIT NARCOTICS PRODUCTION AND TRAFFICKING. THE ESTABLISHMENT OF SPECIALIZED NARCOTICS CONTROL COMMITTEES WITHIN THE U.S. MISSION, AND OF THE TRIPARTITE JOINT COMMISSION, REPRESENTED INITIAL STEPS IN COORDINATING THE OVERALL INTERNATIONAL EFFORTS IN THIS FIELD.

(B) PRELIMINARY AUTHORIZATION, WITH U.S. SUPPORT, BY THE JOINT COMMISSION OF THE UNFDCAC CROP REPLACEMENT AND INCOME SUBSTITUTION PROGRAM IN THE UPPER HELMAND WAS THE BEGINNING OF A POTENTIALLY CRITICAL PROGRAM.

(C) OVERSEAS TRAINING OF AFGHAN NARCOTICS OFFICIALS HAD ALREADY RAISED SIGNIFICANTLY THE TECHNICAL CAPABILITIES OF AFGHAN NARCOTICS OFFICIALS, SOME OF WHOM REMAIN IN THEIR PRE-REVOLUTIONARY POSITIONS.

#### 4. DECISION PACKAGE.

(1) PROJECTS WHICH COMPRISE PACKAGE:

(A) SUPPLY OF VEHICLES, RADIOS, AND OTHER EQUIPMENT FOR EXPANDED ERADICATION/INTERDICTION UNITS: E.G., BORDER POLICE AND ANTI-SMUGGLING UNITS (ASU), VIA UN PROGRAMS.

(B) EXPANDED TRAINING OF AFGHAN NARCOTICS OFFICIALS.

(C) INCREASED CONTRIBUTIONS TO UN AGENCIES INVOLVED IN NARCOTICS  
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CONTROL PROGRAMS, ON SPECIFIC PROJECT PROPOSALS.

(2) ACTIVITY DESCRIPTION.

(A) THE EFFORTS AND ABILITIES OF THE AFGHAN ASUS AND BORDER  
POLICE WILL BECOME MARKEDLY IMPROVED AND MORE EFFECTIVE WITH  
THE ADDITION OF MODERN COMMUNICATIONS AND TRANSPORTATION EQUIPMENT.

(B) TRAINING OF AFGHAN NARCOTICS OFFICIALS IN MANY AREAS WILL  
ENHANCE THEIR ABILITIES TO IMPLEMENT CONTROL PROGRAMS FORMULATED  
OR DESIGNED BY FOREIGN EXPERTS.

(C) ADDITIONAL MONETARY SUPPORT FOR CROP REPLACEMENT AND INCOME  
SUBSTITUTION PROGRAMS PROPOSED BY THE UN AGENCIES MAY BE NECESSARY  
TO ENSURE THAT SUCH PROGRAMS HAVE A CHANCE TO ACHIEVE THE GOALS  
FOR WHICH THEY ARE DESIGNED.

(3) FINANCIAL ANALYSIS SUMMARY FOR FY 1980:

NO ADDITIONAL POSITIONS WILL BE REQUIRED BY THE PACKAGE. 250,000  
DOLLARS WILL BE REQUIRED FOR PROJECT A; 100,000 DOLLARS FOR PROJECT  
B; AND PERHAPS 2,000,000 DOLLARS FOR PROJECT C.

(4) PERFORMANCE MEASURES:

(A) SEIZURES AND ARRESTS SHOULD INCREASE SIGNIFICANTLY AS  
ASUS AND BORDER POLICE ASSIMILATE NEW EQUIPMENT.

(B) THE NUMBERS OF OFFICIALS TRAINED IN NARCOTICS CONTROL  
PROGRAMS.

(D) OPIUM PRODUCTION FIGURES SHOULD DECREASE AND NARCOTICS  
PRICES INCREASE.

(5) STATUTORY OR REGULATION CHANGES: NONE

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5. OUR EFFORTS TO INCREASE THE AFGHAN GOVERNMENT'S NARCOTICS  
CONTROL CAPABILITIES ARE ONE OF THE HIGHEST PRIORITY GOALS  
IN THIS COUNTRY. OUR PROPOSALS, ALL OF WHICH WILL BE CLOSELY  
COORDINATED WITH UN REPRESENTATIVES HERE, ARE RELATIVELY MODEST

BUT OF SUFFICIENT PRIORITY THAT THEY BY NO MEANS FALL WITHIN  
THE LEAST IMPORTANT 10 OR 5 PERCENT OF OVERALL U.S. GOVERNMENT  
ACTIVITIES IN AFGHANISTAN. I ANTICIPATE THAT FURTHER PROPOSALS  
WILL BE FORTHCOMING IN THE WEEKS AND MONTHS AHEAD AS WE DETERMINE  
THE GOALS AND POLICIES OF THE NEW AFGHAN GOVERNMENT. AS THESE  
POLICIES BECOME CLEARER, SPECIFIC NARCOTICS CONTROL ACTIVITIES  
FOR FY 1980 WILL BE SUGGESTED FOR THIS CRUCIAL NARCOTICS PRODUCING  
COUNTRY.  
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## Message Attributes

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